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ABSTRACT

In August 1973, the Bureau of Indian Affairs (BIA) announced its decision to close the Intermountain Indian Boarding School since its enrollment had declined from 2,150 to 800 students. This decision was based on two reports which gave the following reasons: adequate facilities existed at schools on or near the Navajo Reservation to meet the students' needs; the Navajo Tribe's policy that Navajo students be educated on the reservation; and the high costs for operating the school. Tribal Councils and Indian leaders and organizations opposed the BIA's decision. In January 1973, an All Indian Study Commission was formed to determine "whether or not adequate need existed by students of Tribes other than Navajo to permit maintaining the Intermountain school at the 800 student level for the 1974-75 school year". This report presents the: All Indian Study Commission's report, BIA's response, and Navajo Area School Board Association's resolution. Updated information is given on: the Intermountain school's monthly enrollment and attendance; off-reservation boarding school enrollment for 1972, 1973, and 1974; off-reservation boarding school admissions policies regarding program planning and development, attendance boundaries and student eligibility; the House on Appropriations instructions regarding the Intermountain school; and BIA's school facilities planning policy. (NQ)

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RESEARCH AND EVALUATION REPORT SERIES NO. 24.02

INTERMOUNTAIN BOARDING SCHOOL

INFORMATION UPDATE

INDIAN EDUCATION RESOURCES CENTER

BUREAU OF INDIAN AFFAIRS
DIVISION OF EVALUATION, RESEARCH, AND DEVELOPMENT
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INTRODUCTION

This report provides updated information regarding Intermountain Boarding School located in Brigham City, Utah. The background to the situation refers to a decision made by the Navajo Tribe and the Bureau of Indian Affairs Navajo Area Office to phase out operation of Intermountain Boarding School as an Off-Reservation Boarding School. The Bureau's approach to Intermountain, as pointed out in an earlier report, is to base the decision on valid data. There have been, to date, at least four different evaluations of the Intermountain situation regarding the planned phase out. The most recent study was made by an All-Indian Study Commission.

It is important to point out that the BIA has made a serious effort to make all information regarding Intermountian accessible to the public. Additionally, pertinent information has been organized and included in the Bureau's Research and Evaluation Report Series. Report Nos. 24.00, 24.01, and 24.02 all concern the Intermountain decision.

The Intermountain decision is yet to be made. Nonetheless, it is logical to consider the information contained in the 24 Series and reviews as being useful in making the decision. It is for this purpose that this "Information Update" is made available to all interested parties.

TECHNICAL ANALYSIS

ALL INDIAN STUDY COMMISSION REPORT

INTERMOUNTAIN SCHOOL

Submitted To:

BUREAU OF INDIAN AFFAIRS

Division of Evaluation, Research & Development
Albuquerque, New Mexico

Submitted By:

FRANCIS McKINLEY

National Indian Training and Research Center
Tempe, Arizona

I. INTRODUCTION

In August, 1973, the Bureau of Indian Affairs announced its plans to close the Intermountain Indian Boarding School, an institution that it has been operating since 1950. A former military installation located in Brigham City, Utah, the secondary off-reservation school served students from the Navajo Tribe. Its peak enrollment was 2150 students. At the time of the announcements of the plans to close the school, it had an enrollment of 800.

The decision to abandon the Intermountain facility as a school was predicated upon two reports: (1) "Opportunities for Costs Savings at Intermountain Boarding School, Brigham City, Utah, Bureau of Indian Affairs", prepared by the Director of Audit Operations, Office of Survey and Review, U.S. Department of the Interior and (2) an evaluation report by the Intermountain Evaluation Task Force, Bureau of Indian Affairs. Both of these reports recommended the closure of the school and the facilities declared as surplus property. The main justification for the end of school operations was based upon the following reasons:

(1) Adequate facilities existed at schools on or near the Navajo reservation to meet the needs of Navajo students without having them attend the Intermountain School.

(2) Policy of the Navajo Tribe stating that Navajo students should be educated on the reservation.

(3) High costs for operating the Intermountain Boarding School.

The BIA's announcement to close the school was met with opposition from Indian leaders, Tribal Councils and Indian orga-

nizations. In January, 1974 Indian leaders representing Tribal councils and Indian organizations met at the Intermountain School to join in opposing the BIA action. A petition was adopted to request the Commissioner of Indian Affairs to fund a special task force of Indian people whose mission would be to determine whether the school should be closed or not, and if it found a need for further use of the facility as a school, to recommend such use.

Following the January 1974 conference, a meeting was held with the Commissioner of Indian Affairs at which time an Indian Study Commission was established. The Commissioner also agreed to extend the existence of the Intermountain School for one year.

The first objective of the Study Commission was to determine "whether or not adequate need existed by students of other Tribes than Navajo to permit maintaining the Intermountain School at the 800 student level for the 1974-75 school year."[1]

The procedure used to determine whether students from other tribes would attend the school was to send preliminary application forms and a packet of materials "to every Tribe for the purpose of determining the need for Intermountain School from tribal, student, and parental standpoint."[2] Based upon 200 applications received, inquires, and endorsements, the Study Commission concluded that 800 student admission could be easily reached for the 1974-75 school year. In a letter to the Commissioner of Indian Affairs dated Jan. 17, 1974, the Study Commission recommended

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[1] All Indian Study Commission Report, page 24

[2] Ibid.

"that the Admission policies of the BIA be suspended to permit the acceptance of enrollments at Intermountain Boarding School to at least the 800 level for the 1974-75 school year."

The Study Commission identified its mission as:

(1) To determine if a high school should be continued at Intermountain School

(2) To determine if any kind of educational program would be beneficial to the Indian people as a whole and appropriate for the facility at the Intermountain Boarding School, and

(3) To determine if any other uses could be designed to be beneficial to the Indian people as a whole appropriately for the Intermountain facilities.

On September 11, 1974, the Study Commission submitted its report to the Commissioner of Indian Affairs. The report concluded that "a multi-intertribal educational facility is not only feasible, but absolutely necessary." Several specific recommendations were made related to home living environment, strengthening the academic program, initiating Indian oriented extra-curricular activities, and revising the admission policies.

II. PURPOSE OF THE TECHNICAL ANALYSIS

A request was received by the National Indian Training and Research Center from the Indian Education Resources Center, Bureau of Indian Affairs, Albuquerque, New Mexico, to conduct an analysis of the All Indian Study Commission Report on the Intermountain Boarding School with respect to the following areas:

1. Research design
2. Instrumentation
3. Validity of statistics
4. Relationship of data to the recommendations

The analysis was conducted by Francis McKinley, Executive Director of the National Indian Training and Research Center, with the assistance of his staff.

III. ANALYSIS

1. Research Design

There are many ways of defining research and looking at the purposes of research. Simply stated the purpose of research is to find out answers to questions through the use of logical (scientific) procedures. Over a period of time, logical, systematic procedures have been developed that will increase the likelihood that the information gathered will be relevant to the question asked. There is never a 100% guarantee that these procedures will be germane to the question involved, but they are the best ways that have been scientifically developed.

Research begins with a question or a problem. The question may be directed toward providing knowledge, testing a hypothesis, or checking out a proposition which is generally believed in order to find out if it is really true.

The questions, if they are to be "researchable" must have one common and important characteristic: they must deal with facts that are observable, subject to experimentation, and in the case of education, the behavior of human beings.

The reasons for using research tools, techniques and methods are for two general considerations: (1) intellectual which is based upon the desire to know or understand in order to expand knowledge and (2) practical which is based upon the desire to know for the purpose of being able to do something better or more efficiently.

There is no one recipe or a formula for doing research. The process consists of a number of activities which depends upon the nature of the study or investigation. They are usually complicated and never follow a consistent step by step pattern.

One of the end products of research - the report - makes research look simple, well ordered, and follows a consistent pattern. The report never reflects the process. Yet the report is the important product of research because it summarizes the findings and its purpose is to communicate. Usually a report on a research activity looks like the following:

1. A statement of purpose or intent is made in the form of formulating the problem.
2. A description of the study design is given.
3. The methods of Data Collection are specified.
4. The results are presented
5. Quite often a section is included that contains conclusions and interpretations.

A mission statement contained in a letter transmitting the All Indian Study Commission Report explains the intent and purposes of the study. Other than this statement, which may be considered as formulating the problem, the document does not

meet the usual standards for preparing a research report. It says nothing about the study design and the methods of data collection. The report contains:

1. Letter to the Commissioner
2. Summary Report and Conclusions
3. Statistical projection, Tables, Maps
4. Recommendations to Commission
5. Special Investigative Reports
6. Supporting Data
7. Endorsements
8. Commission - Miscellaneous

The document is a collection of student population growth statistics, position papers, site visit reports, various studies and endorsements. The section identified as "Supporting data" contains a number of reports related to off-reservation boarding schools. No attempt has been made to analyze these reports. References are made to them in support of the Study Commissions recommendations. A great deal of reliance seems to have been placed upon the IERC Bulletin, Volumn One, December 1973, particularly with reference to a statement which says, "only 28 percent of the people agree that the BIA should close boarding schools which established criteria indicate are no longer needed."

The data collection activities of the Study Commission appears to have been (1) the compilation of a number of studies supportive of the Study Commission reports; (2) several position papers reflecting opinions of the writers consisting mostly of conjectures and presentation of ideas, but no attempt at systematic or scholarly analysis; (3) site visit reports, called investigative reports which merely confirms the obvious, and that is that the Intermountain facility is in very good condition;

and (4) letters of endorsement from various groups, including Indian Tribes, which are identified as statement of need.

The only reference to an original survey performed by the Study Commission is contained in a letter to the Commissioner of Indian Affairs, dated June 17, 1974. This statement says, "The Commission held its first work meeting at Intermountain School April 18 through May 4, 1974. After tour of the facilities, discussions with individual students, the Student Council, the Student Body, and various staff members, a preliminary application form was prepared and a packet of materials was sent to every Tribe for the purpose of determining the need for Intermountain School from the tribal, student and parental viewpoint." The letter goes on to say that the Commission concluded that the Intermountain Boarding School should admit 800 students for school year 1974-75. It based its conclusion upon the receipt of approximately 200 signed applications. The letter goes on to say that letters of endorsement from Tribes is an expression of need to maintain the Intermountain School.

One of the ways that educators ascertain educational needs is to conduct a needs assessment. A typical needs assessment model incorporates the following components:

a. What is the present program providing?

b. What should the program be providing?

c. Identify the degree of difference - of what is and what should be. The need is the difference or discrepancy.

d. Identify what goals are needed to correct the differences or discrepancies.

The Study Commission set out to determine (1) if there was need for the Intermountain School in view of the withdrawal of the Navajo students and (2) if there were alternative needs other than as a high school for Indian students. It is questionable whether the sending out of application forms to Tribes, students and parents is a valid and reliable method for ascertaining need. An application is more like expressing a preference or choice of a school rather than an expression of an educational need. An application may be regarded as expressing a student intent. But does it express a need for the parent and the Tribal Council?

The research design, if there was one, appears to have been uncoordinated. Participants who worked on the study appear to have worked independently. The study would have been much more effective if the Commission had concentrated on the first objective - determining whether there is a need to continue the Intermountain School. To prove this proposition the study design could include the following:

(1) detailed statistics (area by area) on numbers of students under present policy that are not being served, or being served adequately.

(2) statistics on number of students that could be expected to be served under policy changes.

(3) adequacy of facilities (this is well done).

(4) needs assessment survey.

The Commission study has devoted out of proportion attention to objective 2 - to determine if any kind of educational program whould be beneficial to the Indian people as a whole

and appropriate for the facility at the Intermountain Boarding School. Since Navajo students are present users, special attention should have been directed at future use by Navajos unless a regional boarding school is anticipated. This was mentioned in some of the text but not supported in overall conclusions.

IV. INSTRUMENTATION

The study does not mention the development of any formal data collecting instruments. The usual research study often includes a sample of the data collecting instruments used. None is presented in the Study Report.

The only reference to some kind of a formal data collecting instrument is a development of a packet, including an application form, which was sent to Tribes, students and parents. References are made to interviews, but no description is given as to the interview format or schedules - the kinds of information that was sought. References are made to data collection performed under other studies, but no attempt was made to determine whether they were applicable.

V. STATISTICS

The statistics cited are far too general and not specifically related to the objectives of the study.

The section entitled, "Off-Reservation Boarding School Enrollment Growth Projection" deals with making estimates of pro-

bable number of Indian students who will enroll in a off-reservation boarding school in 1978. Estimates based upon projection, using a base period 1968-73, the Study concludes that "the existing off-reservation boarding schools will be hard pressed to accommodate adequately the educational needs of the students from out of the area." It does not take into account reports dealing with decreasing enrollment in the off-reservation boarding schools and the development of Indian controlled schools, i.e. Wind River Indian High School, Ramah High School, and the pending development of the Hopi High School.

Statistics that are contained in several of the studies are not analyzed or interpreted in context of the study objectives. The reader is left to make his own interpretations or to ignore them as being irrelevant.

VI. RELATIONSHIP OF DATA TO RECOMMENDATIONS

Much of the data provided in the study is not particularly relevant to an objective study. They appear to have been assembled to support a conclusion already made. There is absence of data expressing opposite views. Although mention is made of a Navajo policy that demands closer to home school, there are no studies mentioned that was used to support this policy. In addition the Indian community controlled schools have no doubt used certain rationale and justifications for establishing their schools.

The study lacks reports of any depth studies containing statistics; for example, drop outs is a fact but data is lacking

to prove that off-reservation boarding schools is the best way or even a good way, to reduce or eliminate drop outs. Improving and individualizing any program would seem to be the approach - this can be done locally.

The establishment of a high quality, preparatory style high school, is commendable (p.7). However this is not possible without a comparable elementary education preparation. Students reaching high school with languages and other academic deficiencies forces the high school into remedial programs if individual needs are to be met. The need for a school for the academically inclined and gifted students is not established. The prevailing criticism of local public schools is that most of their programs are aimed at the college-bound students. Most children reaching off-reservation boarding schools are handicapped academically.

The study did not deal with how its recommendation for the complete freedom choice policy under Indian self-determination may conflict with the generally accepted policy of closer to home school for Indian students. No data is given regarding the prevalant closer to home policy which could have contributed toward the objective discussion of the issues.

Furthermore the Study did not take into consideration the issue of whether Federal supported education is directed toward entitlement or a need. Under the present discussion of self-determination many Indians equate services provided by the Bureau of Indian Affairs as an entitlement, i.e. every Indian high school graduate is entitled to a scholarship, or every Indian child is entitled to BIA education. The rationale for Federal

services entitlement is certainly valid when interpreted in context of the Federal Government treaty committments. Unfortunately, the Congress of the United States makes its appropriations for the BIA under the justification of need. It does not subscribe to the notion that every Indian is entitled to services.

The Study Commission is using the argument for entitlement when it recommends that BIA admission policies be changed to allow freedom to parents and students to select their choice of schools under the exercise of their right to self-determination. Even though this stance is commendable and might be a goal to strive for, the realistic situation is that the Congress of the United States has to be convinced to appropriate more funds. The study does not discuss this problem.

Another important element that is missing from the study is data on comparative operating costs of the Intermountain School. This school is known for its high operating costs.

The overall conclusion is that there is insufficient data to objectively examine all dimensions of the Intermountain School and its impact upon Indian education policy.

TECHNICAL ANALYSIS
ALL INDIAN STUDY COMMISSION REPORT
INTERMOUNTAIN BOARDING SCHOOL

A report on Intermountain Boarding School located at Brigham City, Utah was submitted to the Honorable Morris Thompson, Commissioner of Indian Affairs in September, 1974, by an All Indian Study Commission. I was contacted by the Indian Education Resources Center, Bureau of Indian Affairs, Albuquerque, New Mexico to make a technical analysis of this report. In my analysis of the report I was primarily concerned with research conducted by the Commission, the validity of statistics used, and whether the recommendations made were related to and supported by the data used.

The Bureau of Indian Affairs had previously (about August, 1973) announced that enrollment had declined and Intermountain Boarding School was to be closed at the end of the 1973-1974 school year. The school was under the jurisdiction of the Navajo Area, and it was principally for Navajo children. More adequate facilities had been established on the reservation and enrollment of Navajo students shifted from Interrountain Boarding School to schools on the Navajo reservation. The Bureau agreed to allow the school to operate for another year after interest was expressed by concerned Indians and Indian organizations. The All Indian Study Commission was selected from representatives of various Indian organizations to make a study of the School.

The mission of the Study Team was:

1. To determine if a high school should be continued at Intermountain Boarding School.
2. To determine if any kind of educational programs would be beneficial to the Indian people as a whole and appropriate for the facility at the Intermountain Boarding School.
3. To determine if any other uses could be designed to be beneficial to the Indian people as a whole using the Intermountain facilities.

The Study Commission's report indicated their first work meeting was at Intermountain Boarding School April 28 through May 4, 1974. The facilities were visited, and the commission had discussions with individual students, the Student Council, student body, and with various staff members. A packet of material was prepared and sent to every tribe for the purpose of determining the need for Intermountain Boarding School from the tribal, student, and parental standpoint. The Study Commission held other meetings, the last reported was on August 5th and 6th, 1974. At this meeting commission members made reports and recommendations. Reports were made to the commission by various individuals, some commission members, and representatives of Indian organizations. These reports were general in nature as to the needs in Indian education, vocational training, administration and student rights, the need for a tribal government studies program, and other generalized discussions on education of Indian youth.

The facilities of the school were enumerated and conditions of the various facilities were described. The National Indian Training Center Program located at the school and its functions were described. In the report the commission proposed a general reorganization to consolidate the school and activities of the National Indian Training Center.

Statistical data concerning Indian education, off-reservation boarding schools, drop out survey of the Portland area, construction plans for off-reservation boarding schools, Federal Research Committee Review, a national assessment of Indian training needs, and other general information was presented as a part of the report.

Several letters from individuals and from leaders of Indian organizations suggesting enrollment be opened to freshman students and that the school be continued in operation are included in the report.

The recommendations of the commission are:

The Intermountain Boarding School should remain open as an intertribal, high quality preparatory style high school, with an improved vocational training facility, an adult training center established around the National Indian Training Center offering more adult training.

The enrollment criteria to be revised to allow students more choice in selecting the school they attend with district and other limitations. A complete review of Bureau of Indian Affairs educational policies.

That Intermountain Boarding School be treated as a special school with a reorganization of administration.

That the school develop an athletic program to the extent it would compete with other local schools and be recognized by the State Association.

That a strong program in Arts and Crafts be developed, and the students be allowed to practice their own native religions.

That a music department be developed, and students be trained in debate and drama, with honor societies and recognition of student achievement in other areas.

That the concern of parents, tribes and Indian organization be recognized.

These recommendations were discussed in considerable detail in the report.

SUMMARY OF ANALYSIS

The research by the Study Commission was directed toward Indian education in general rather than to Intermountain Boarding School and the need for its continuation. There did not appear to be any research or investigation in the area of need for additional educational or training program appropriate for the available facilities.

There was no reference to research to determine if the facilities might be used beneficially by Indians for purposes other than for use as a school.

The quality of education or educational standards of the school were not a part of the study, except by general comment by commission members.

The response received from the material sent to all the tribes for the purpose of determining the need to keep the school open was not included in the report.

The statistics submitted as a part of the report and captioned "Statistical Projections and Tables" were general in nature. The statistics relied on to indicate growth rate of Indians and need for off-reservation schools is contradicted by the decreased enrollment as indicated at Page 157 of the report.

The statistics used in the report do not apply to Intermountain Boarding School except by general application.

The recommendations made by the Study Commission extend beyond the areas indicated in the mission of the study team.

A recommendation to continue the school beyond the 1974-1975 school year does not appear to be supported by data indicating sufficient enrollment for the following year or years. There is no indication that any tribes requested future space for students.

The recommendations of the Commission indicate there were short comings in the school program that were not mentioned in the supporting data.

The recommendations refer to the high drop-out rate which was not mentioned as a problem at Intermountain Boarding School.

The recommendations involve Bureau of Indian Affairs education policy changes, which is not related to data furnished in the report, except the expression of personal opinions of commission members.

The data furnished in the report does not support the recommendations of the Commission.

The recommendations point out several areas that should be researched to determine the action to be taken.

George W. Underwood
George W. Underwood
Certified Public Accountant

LIST OF OFFICES SUBMITTING COMMENTS TO THE INDIAN EDUCATION RESOURCES CENTER REGARDING THE ALL INDIAN STUDY COMMISSION REPORT:

BILLINGS

GREAT LAKES AGENCY

JUNEAU

PORTLAND

MINNEAPOLIS

MUSKOGEE

NAVAJO

ALBUQUERQUE

CHIPPEWA-CREE TRIBE

DIVISION OF EDUCATIONAL ASSISTANCE

OFFICE OF INDIAN SERVICES

PRINCIPAL CHILD WELFARE SPECIALIST

DIVISION OF LAW ENFORCEMENT

BILLINGS: James Canan, Area Director

Suggest that perhaps other Federal Agencies, either in combination with the Bureau or in their own right, provide for continued use of the facilities for other kinds of program for Indians.

Particular emphasis should be accorded the role of the local schools in the Indian community and in particular the public schools.

This position has consistently been that of continuing the effort of strengthening the quality of the local school in order to reduce the number of students presently being sent away to Bureau boarding schools.

Do not want administrative control of the school.

GREAT LAKES AGENCY: John Potts, Acting Superintendent

We tend to view off-reservation education facilities, for the most part, as unnecessary.

If the Intermountain School must remain open, we recommend that it be a "High Quality Prep School" to provide talented students an opportunity to prepare for courses in the professions.

JUNEAU: Frederick G. Fisher (Acting Assistant Area Director/Education)

At the present time we have only 80 junior and senior high students at Chemawa. As soon as they are graduated, the only Alaskan secondary school students outside of Alaska will be a few at the Santa Fe Art School.

PORTLAND: Assistant Area Director (Community Services), Righard Balsiger

The policy of enrolling students as close to home as possible is generally in the students' best interest.

Agree with the study that boundary attendance lines may not be mutually compatible with Area jurisdiction.

There will continue to be a need for federal boarding schools for many years to come to meet the special needs of children who must be placed outside their homes.

Each tribe's history and cultural heritage is unique and we feel that regional schools can better meet these educational and identity needs of students. We feel it is not in the best interest to maintain open enrollment, nationwide.

PORTLAND: Edward Lonefight, Chemawa Superintentent

Off reservation school system can accommodate significantly more students than they are presently serving. The continuation of IBS will simply add one more school that will operate below capacity. The more proposals made for programs at IBS are essentially those that the other off reservation boarding schools are already in the process of implementing.

MINNEAPOLIS: Alton R. Nordwall, Acting Area Director/Education

This office does not see the need for the continued operation of an educational program at Intermountain School. It is believed that ample off-reservation boarding school space is now available if these schools would be opened to all Tribes.

MUSKOGEE: Roscoe Winburns, Area Director (Acting Deputy)

We don't feel the Intermountain School can offer services to Indian students from Eastern Oklahoma. We have serious doubts as to the feasibility of sending students so far away from home.

NAVAJO: Abe Tucker, Acting Assistant Area Director/Education

A great need exists for a facility to provide a program for the hard-core dropouts and kickouts. I do not see having at Intermountain any other programs as recommended by the Commission.

NAVAJO: Wilfred S. Bowman, Acting Assistant Area Director/Education

Resolution passed 114 to 0 to withdraw all Navajo students and funds provided to Intermountain with the exception of resources needed for Navajo juniors and seniors who will remain as part of the phase out program.

ALBUQUERQUE AREA: Juanita O. Cata, Acting Asst. Area Director/Educ.

The number of places available to us in schools we customarily use is more than enough to meet our needs.

CHIPPEWA-CREE TRIBE: John Windy Boy, Chairman (Montana)

Recommends that the school be opened to tribally controlled members.

CHIEF, DIVISION OF EDUCATIONAL ASSISTANCE: Brice Lay - Retired

We should concentrate on meeting the needs of Indian students "close to home" - in public schools - and should not amend criteria for entrance into off-reservation boarding schools.

I do not believe that the Commission has taken a realistic and accurate look at the strong gain made in Indian parental participant in deciding on the programs offered in public schools. In each district where JOM funds are being spent, an Indian Committee approves the programs for which each funds are to be used.

OFFICE OF INDIAN SERVICES: Theodore Krenzky, Director

Prefer that the Police Academy not be located in Brigham City unless it be made part of a major adult training center with emphasis on an on-going basis on mental health and alcohol and drug abuse training.

We have been long overdue for a major revision of admission policies at boarding schools since the present policies are in fact more breached than complied with.

PRINCIPAL CHILD WELFARE SPECIALIST, Clare G. Jerdone

Foster home care and group care are different situations and require different practices. The group of people in the home resemble a family in their composition. The group of children and adults in a group care facility does not resemble a family in composition. Without knowing the content of the training program proposed by the Commission, it is impossible to relate it to the policy and best practice of foster home care.

DIVISION OF LAW ENFORCEMENT, Gene Suarez, Chief

I would be inalterably opposed to having police training made a segment of another program or a curriculum operated, administered and controlled by other than police educators.

RESOLUTION
OF THE
THE NAVAJO AREA SCHOOL BOARD ASSOCIATION
(NASBA)

Fort Wingate Conference

Establishing a position of the Navajo Area School Board Association on the phasing-out of Intermountain Boarding School and the improvement of reservation schools.

WHEREAS: Several disturbances have interrupted the Intermountain Boarding School, and injuries have occurred to students attending the Fall session of 1974, and

WHEREAS: It has been determined that the primary cause of the disturbances has been the inadequate consideration of tribal differences, and of the difficulties inherent in the enrollment of many youth and adults who have had discipline problems or who have dropped out of school; and,

WHEREAS: Schools on the Navajo reservation have vacant classrooms, boarding and other facilities which could easily accomodate the students now at Intermountain, allowing substantial savings in the per-pupil cost of education.

THEREFORE BE IT RESOLVED THAT: The Navajo Area School Board Association requests that the Bureau of Indian Affairs cause,

1. The immediate withdrawal of all freshman, sophomore and transfer students who were enrolled in the Fall of 1974, in violation of Bureau policy.

2. The immediate withdrawal of all funds allocated to the Navajo Area Office and provided to Intermountain Boarding School, with the exception of funds needed for the Navajo Junior and Senior students who may remain at Intermountain, and the re-allocation of the withdrawn funds for use in up-grading the schools on the reservations.

BUREAU OF INDIAN AFFAIRS
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3. The transfer of portions of the vocational and other educational programs, including equipment, staff positions and supplies to the reservation.

4. The continuation of the Navajo Area School Board Association Executive Board (NASBA) as the school board for Intermountain until an inter-tribal school board can be formed.

CERTIFICATION

I hereby certify that the foregoing resolution was duly considered and moved for adoption by Bert Kelly, seconded by Harrison Nez, and adopted by a vote of 114 in favor and 0 opposing at the Conference of the Navajo Area School Board Association on this 24th day of October, 1974.

BUREAU RESPONSE

The response to the All Indian Study Commission Report will focus on the following mission statements stated by the Team:

(1) To determine if a high school should be continued at Intermountain Boarding School (IBS).

(2) To determine if any kind of education programs would be beneficial and appropropriate for IBS.

(3) To determine if any other uses of IBS could be designed to be beneficial to the Indian People.

Rather than providing a critique, point by point, the Bureau sought to discuss what it felt were issues to be faced not only in instructional programs suggested but in funding problems as well. Despite all feelings to the contrary, budget allocations for education are limited and developmental costs for new programs come high.

(1) Intermountain Boarding School (IBS) has been conducting a high school for many years serving the Navajo Nation. New construction on the reservation and the desire to provide education for Indian youth closer to home has reduced considerably the need for IBS in terms of Navajo secondary school plans. A recent resolution to that effect has been passed unanimously by the Navajo Tribal Council. There has also been a marked decline in off-reservation boarding school (ORBS) enrollments throughout the Bureau. As of September 30, 1974, only four of 18 boarding schools reported an enrollment up to the designated capacity of the schools. These schools have comprehensive high school programs all of which have the staff and plant and/or ability to expand to accomodate the needs of Indian youth. In its effort to

provide other choices for Indian high school youth, the Commission suggested a wide range of programs. CRBS have already been modifying their courses of study and many are currently implementing a number of the proposals mentioned in the Commission Report. These are being integrated within the total curriculum and not established as a unique school speciality. Additionally, there are many more Indian youth attending public schools near home. This is being supported by JOM funds through special contracts administered by Indian organizations.

(2) There are probably many types of educational programs that could be applied to the Intermountain Boarding School. A number have been proposed in the Report. When a program is considered, personnel must be placed on the top of the priority list to carry out the task. Whether the proposal means the development of a special school for the academically talented or a rehabilitation center for drug and alcohol abusers, a unique staff must be assembled to do the job. The current staff at IBS would have to be reviewed in that respect. If the mission statement is taken at face value, the Commission is seeking a program to fit a facility that has been adapted and organized to provide secondary school education. Such a fundamental change is a difficult task and very risky in terms of the future of the students in attendance.

A training center for school dropouts or unemployed young adults may be a sound possibility and this program has been mentioned by individuals reviewing the Commission Report. It would be up to the Commissioner, supported by Indian People to consider an option such as

this. A great deal of preliminary study on projected enrollments, personnel services, including job placement, and total cost would have to be done.

(3) Although the Commission Report has explored the possible uses of IBS it has not clearly demonstrated whether or not Indian People really consider it beneficial. The various individual studies or viewpoints that comprise the report differ widely on the use of IBS and occasionally clash. There is some confusion as to areas of agreement among the Team itself.

There are some questions to be answered about the benefit to Indian People in the support of the facility:

1. Would Indian People prefer expanding facilities or developing new programs closer to home?
2. Would the funds allocated to IBS be more useful on a regional basis?

CONCLUSION

The Commission's work has opened up many areas which should be examined further. Some of these should be considered whether or not the maintenance of Intermountain Boarding School is a prime factor. All would agree that better programs and opportunities for Indian People take precedence over the continuation of a facility.

As noted in the letter of transmittal for this response, this is a trial year for the Commission's current plan. It should be given every chance for success.

In any event, and whatever the circumstances may be, the focus of BIA program direction and effort will be on the Indian children and youth who are the recipients of education services. Their needs will be the determining factor.

MONTHLY ENROLLMENT & ATTENDANCE

SUMMARY SHEET

(1) Installation: INTERMOUNTAIN SCHOOL Agency: NAVAJO

(2) Bureau Students: [X] Non-Bureau Students: [ ]

(3) Day Students: [ ] Boarding Students: [X]

(4) Report Period Ending: 1/31/75 (5) Days in Session: 22

(6) Submitted by: K. V. DICK

(7) Year or Grade	(8) Beginning of Month Membership	(9) Entry	(10) Re-Entry	(11) Withdrawal	(12) Within School Transfer Frm	(12) Within School Transfer To	(13) End of Month Membership	(14) Aggregate Membership for Entries & Re-entries ONLY	(15) Aggregate Days NOT Enrolled for Withdrawals	(16) Aggregate Absences
K										
1										
2										
3										
4										
5										
6										
7										
8	16	3	-	3			16	62	36	102
9	81	14	8	3	1		99	299	32	99
10	151	27	13	13	1	1	178	639	165	461
11	210	19	13	23		2	221	562	269	721
12	203	12	9	23	1		200	365	245	621
Ungded E or S										
TOTAL	661	75	43	65	3	3	714	1,927	747	2,004

OFF-RESERVATION BOARDING SCHOOL ENROLLMENT DATA

	MEMBERSHIP AS OF DECEMBER 31, 1972	1973	1974
FLANDREAU SCHOOL	469	441	482
WAHPETON INDIAN SCHOOL	308	306	263
PIERRE INDIAN SCHOOL	73	84	70
ALBUQUERQUE INDIAN SCHOOL	259	309	235
ALBUQUERQUE INDIAN DORMITORY	251	208	121
INSTITUTE OF AM. INDIAN ARTS	255	205	148
SOUTHWESTERN INDIAN POLYTECHNIC I.	385	412	434
CHILOCCO INDIAN SCHOOL	297	271	220
RIVERSIDE INDIAN SCHOOL	282	280	231
FORT SILL INDIAN SCHOOL	186	174	200
CONCHO SCHOOL	226	228	215
HASKELL INDIAN JUNIOR COLLEGE	845	769	942
MT. EDGECUMBE SCHOOL	360	402	382
WRANGELL INSTITUTE	142	111	99
SEQUOYAH HIGH SCHOOL	331	277	240
SENECA INDIAN SCHOOL	134	174	154
INTERMOUNTAIN SCHOOL	1157	652	661
PHOENIX INDIAN HIGH SCHOOL	525	604	700
SHERMAN INDIAN HIGH SCHOOL	576	608	640
STEWART INDIAN SCHOOL	367	403	378
CHEMAWA INDIAN SCHOOL	556	413	304
TOTALS:	7984	7331	7119

Division of Evaluation, Research and Development
Indian Education Resources Center
Albuquerque, New Mexico
February 1975

OFF-RESERVATION BOARDING SCHOOL ADMISSIONS POLICIES RELATED TO PROGRAM PLANNING AND DEVELOPMENT

The problem of the closure of Intermountain, or of any boarding school, is inextricably related to two key policy questions: (1) the setting of attendance boundaries with related implications of planning and tribal jurisdictions, and (2) the criteria for admission to boarding school, including the broader issue of need VS entitlement for Bureau services.

(1) The present policy on attendance boundaries was developed in response to the states wishes of Indian people to provide for the education of students as close to home as possible. It is also consistent with the requirements of the Bureau's planning system wherein priorities are set at the tribal-agency and area levels. An open enrollment system could not permit long-range construction or operating budgets to be presented since the student population to be served would be completely unpredictable. One alternative to adherence to area boundaries would be to establish boundaries for the ORBS which are based on another criterion. This would still assume a need for well-defined boundaries, however. Sound planning requires the observance of non-overlapping either in attendance boundaries or in program offerings.

(2) The present policy on criteria for admission to boarding school requires that either educational or social need be established. The provision of services or a need basis is the

cornerstone of Bureau policy in all areas - higher education, public school assistance, social services, etc. It stands in counter-distinction to the provision of services on an entitlement basis which is being advocated by a growing number of Indian people who maintain that the Federal Government is obligated to such an approach by treaty commitment and the policy of "Indian Self-Determination". Until this fundamental policy is changed by legislative as well as administrative action, there would be no choice but to retain the current basis of need for the admission of students to boarding school.

There is little question that a move away from a need basis would generate additional enrollment for the boarding schools. There is considerable question, however, whether the enrollment of these additional students could be in their best educational interests. The Senate Subcommittee Report on Indian Education supports the conclusion that removing a child from his home and community and educating him in the strange, institutional environment of a boarding school is not the best solution to meeting the child's social and educational needs. Still, the boarding school was considered necessary.

Given these problems as well as the greatly increased costs involved in operating boarding schools, it is incumbent upon the Bureau to seek other, more effective, solutions. The alternatives to boarding schools involve the upgrading of local programs (Bureau, tribal and public school), the extension of grades offered by local schools, the use of

foster, or boarding home placements, the provision of financial and counseling services to families, and other efforts to upgrade the social and educational environment at the local level.

If present enrollment criteria and/or alternative approaches are pursued, there seems little doubt that the diminishing enrollments in ORBS will continue. If some type of attendance boundaries is maintained, it will be possible to predict which schools will need to be closed in this process of evolution.

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.5 Attendance Boundaries. It is the general policy to educate all students as close to their homes as possible. The policy shall apply to boarding schools as well as to day schools. Each Area Office is responsible for the development of suitable educational opportunities for students within its geographical jurisdiction. The geographical boundaries of each Area Office constitute the attendance boundaries for all students living within these boundaries. Students shall not be enrolled in schools outside of their attendance boundary unless no school exists within the attendance boundary having a program and space to meet the student's needs.

.2 Eligibility for Admission. Children otherwise eligible who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

A. Education Criteria.

(1) Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 1-1/2 miles for high school.

(2) Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 9 through 12. and post-high school grades 13 & 14.

(3) Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social Criteria.

(1) Those who are rejected or neglected for whom no suitable plan can be made.

(2) Those who belong to large families with no suitable home and whose separation from each other is undesirable.

(3) Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

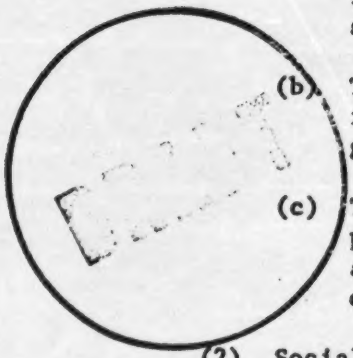
(4) Those whose health or proper care is jeopardized by illness of other members of the household.

.3. Admission Procedures. Form 5-192 (Revised 1961), Application for Admission to Boarding School, will be used throughout the

B. Eligibility for Admission. Applicants otherwise eligible, who meet one or more of the criteria listed below, may be admitted to Federal boarding schools having suitable programs:

(1) Education Criteria.

(a) Those for whom a public or Federal day school is not available. A school is considered available if it is not severely overcrowded, offers instruction at an appropriate grade level and is located, or served by a bus route, within walking distance of the student's home. Walking distance to a school or bus stop is defined as one mile for elementary pupils and 1½ miles for high school, unless unusual circumstances of student health, terrain, or weather prevalence.



(b) Those who need special vocational or preparatory training, not available to them locally, to fit them for gainful employment.

(c) Those for whom the available school makes no adequate provision to meet the educational requirements of academic retardation, linguistic or cultural differences, or other specialized needs of individual students.

(2) Social Criteria.

(a) Those who are rejected or neglected and for whom no suitable plans can be made other than the boarding school.

(b) Those who may have siblings enrolled in the boarding school and who would be adversely affected by separation.

(c) Those whose behavior problems are too difficult for solution by their families or through existing community resources and who can benefit from the more structured environment of a boarding school without harming other children.

(d) Those whose health or proper care is jeopardized by the illness of other members of the household and for whom no more suitable arrangements can be made.

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93D CONGRESS 2d Session } HOUSE OF REPRESENTATIVES { REPORT No. 93-1209

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1975

July 18, 1974.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mrs. HANSEN of Washington, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 16027]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Department of the Interior and related agencies for the fiscal year 1975. The bill provides regular annual appropriations for the Department of the Interior (except Bonneville Power Administration, Bureau of Reclamation, Southeastern Power Administration, Southwestern Power Administration, Alaska Power Administration, and Underground Electric Power Transmission Research) and for other related agencies, including the U.S. Forest Service.

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28-006

as requested. As noted above, the Committee has disallowed the budget request but will consider this proposal in the future when the plans and procedures are more definite.

The Committee is concerned about the slowdown in the Indian housing program. The housing needs of the Indian people are increasing each year. According to a recent survey, there are about 106,900 Indian homes of which only 40,600 existing dwellings are in standard condition. About 47,100 can be renovated to standard condition and about 47,100 new homes are required to replace existing substandard dwellings. The Committee expects the Department of Housing and Urban Development, the Department of Health, Education, and Welfare, the Department of the Interior, and other agencies involved to jointly make every possible effort to alleviate the Indian housing situation. Within the funds provided in this appropriation, the Committee directs that $240,000 be used for repair and restoration of homes on the Papago reservation.

Within funds available under the Adult vocational training program, the Committee directs that the training program at the Lummi School of Aquiculture be continued.

Within funds available for Indian services, the Committee directs that $24,000 be used for social services for the Ute Mountain Ute Tribe, Colorado and $26,000 be provided for the Squaxin Island Tribal Government Development Program, Washington.

Within funds available for Tribal resources development, the Committee directs that $20,000 be provided for the Papago travel study, $40,000 be available for road maintenance for the Ute Mountain Ute Tribe, Colorado, $400,000 be provided for forestry programs of the Quinault Tribe, Washington; $200,000 be provided for purchase of road equipment for the Los Coyotes Reservation, California; and necessary funds be included for continuation of Indian Action Teams for the Northern Cheyenne Resources Development Corporation and the Colville Confederated Tribes.

The Committee believes that there are valuable services being performed by the Intermountain Indian School and the National Indian Training Center at Brigham City, Utah. Accordingly, the Committee directs that no action be taken to transfer personnel and equipment or close or transfer this facility without the consent of the Committee. The Committee further directs that the school shall have an enrollment of no less than 800 students and that no less than $3,475,000 be expended on the Intermountain Indian School at Brigham City, Utah by the BIA in fiscal year 1975. At least $304,000 shall be expended for the National Indian Training Center programs in fiscal year 1975, unless otherwise approved by the Committee. The Committee has no objection to the transfer of the administration of National Indian Training Center programs to Haskell Indian Junior College so long as N.I.T.C. functions remain headquartered in Brigham City, Utah.

CONSTRUCTION

Appropriation, 1974	$54,723,000
Estimate, 1975	51,875,000
Recommended, 1975	66,571,000
Comparison:	
Appropriation, 1974	+11,848,000
Estimate, 1975	+14,696,000

SCHOOL FACILITIES PLANNING POLICY

Schools are built for students. Student population, therefore, largely determines the size of a facility and what it must provide. Facilities, too, are determined by the educational program and the space it requires to operate successfully. The first two steps, then, in planning Bureau schools are: (1) identifying the school-age population according to location, age and the trends in both; and (2) the educational program needed to meet the needs of the particular group of pupils who attend the school.

Student population determines not only the size of the school but the grade leves that are offered, whether or not boarding facilities are required or are available within the Area, or if bussing is practical.

It is the policy of the Bureau to provide educational facilities as close to a student's home as possible. The emphasis is on keeping the children at home with their parents and having them attend school on a day basis. The 1969 Kennedy Report pointed out how hard it was on children to take them from their homes and put them in boarding schools.

Many people refuse to believe or fail to understand that in some instances boarding schools are necessary if a child is to attend school at all. Because of isolation and scattered population on some reservations, it is

uneconomical to operate schools for the few children available to attend them. Lack of roads also make bussing impossible. Boarding schools are, therefore, required for some children if they are to receive an education at all. The best solution seems to be to provide dormitories for students within the area in which they live rather than so far away that they cannot return home at all during the school year.

The present planning methods of the Bureau are basically the same as those used by many states or large school districts. The Bureau of Indian Affairs Areas are considered as states with the individual schools being looked upon as districts. Each school has its own attendance area and provides facilities that house educational programs based upon student needs within that area. The Bureau always considers what is provided by the State or private school for children within an attendance area so that a duplication of program effort is avoided. Replacement of Bureau facilities are based upon an Area's needs after it has been determined what is available in non-Bureau schools.

Present Bureau planning methods encourage a great deal of local involvement. Local school boards and tribal members present the educational needs of their children and their

Communities and are involved in the total planning process of a school facility. The needs they present vary widely from reservation to reservation.

Tribal members are unanimous, however, in wanting the best educational programs and facilities available to them. Evaluation of student needs, demographic studies to analyze student population trends, and special educational problems that must be met are all considered in the planning process.

According to the 1973 Statistics Concerning Indian Education, it is pointed out that approximately 17,000 Indian students between the ages of 5 and 18 are presently out of school or unaccounted for. These students are not concentrated in particular places but scattered over the entire country. Regardless of where they now live, however, there is a school of some kind, Bureau, State, private, or special, for them to attend if they wish to do so. The accompanying chart shows how many students could be taken care of in some kind of school in each area. It is clearly evident that no relationship exists between the number of children out of school and the number of vacant seats in Bureau schools. In most instances, the students out of school could attend a school in their locality if they chose to do so. A large percent of those out of school will not return to school anyway because they are in military service, married or in a job.

Attached is a tabulation of all Bureau of Indian Affairs schools showing the rated capacity, average daily membership and the number of vacant seats.

TOTAL No. OF STUDENTS OUT OF SCHOOL F.Y. 1973 EDUCATION STATISTICS BOOK
HOW MANY OF THE STUDENTS CAN BE TAKEN CARE OF WITHIN THE AREAS

53 AREA	1) How many can be taken care of in BIA or contract schools.	2) In public private or State, voc-training schools.	3) How many require special program (blind, severely handicapped) that the BIA or State public schools cannot provide for.	4) How many will not return to school, military, marriage, job, etc.	TOTALS
ABERDEEN	325	1278	50	350	2003
ALBUQUERQUE	559	57	0	137	753
ANADARKO	75	200	13	80	368
BILLINGS	295	484 1/	24	125 325 2/	1253
EASTERN AREA	78	30	15	81	204
JUNEAU	60	74	36	165 2/	335
MINNEAPOLIS	0	3889	32	127	4048
MUSKOGEE	477	1610	0	34	2121
NAVAJO	1727	2067	121	838	4753
PHOENIX	476	560	15	270	1321
PORTLAND	124	41	8	79 18 2/	270
				TOTAL	17429

1/ Most of these children are on tribal rolls and residence unknown and are presumed in public schools.

2/ No public school kindergarten available.